



2600 Fresno Street, Room 3065
 Fresno, California 93721-3604
 (559) 621-8003
www.fresno.gov

Planning and Development Department

Jennifer K. Clark, AICP, HDFP
 Director

NARRATIVE INFORMATION SHEET
Revolving Loan Fund (RLF) Proposal – City of Fresno, CA (FY2020)

1. Applicant Identification	City of Fresno – Planning and Development Department, 2600 Fresno Street, Fresno, CA 93721	
2. Funding Requested	a. Grant Type: Individual RLF b. Federal Funds Requested: \$1,000,000 (<u>no</u> cost share waiver is requested) c. Contamination: Hazardous Substances (\$800,000); Petroleum (\$200,000)	
3. Location	The communities served are located within the City of Fresno, County of Fresno, State of California.	
4. Project Contacts	Project Director	Chief Executive
Name and Title	Sophia Pagoulatos, Planning Manager	Lee Brand, Mayor
Mailing Address	2600 Fresno St., Room 3076 Fresno, CA 93721-3604	2600 Fresno St., Room 2075 Fresno, CA 93721
Phone Number	559-621-8062	559-621-8000
Email Address	Sophia.paguolatos@fresno.gov	Lee.Brand@fresno.gov
5. Population	527,422 (City of Fresno; American Community Survey, 2017)	
6. Other Factors Checklist (NA = Not applicable)		Page #
• Community population is 10,000 or less.		Not applicable
• The applicant is, or will assist, a federally recognized Indian tribe or United States territory.		Not applicable
• The priority brownfield site(s) is impacted by mine-scarred land.		Not applicable
• The priority site(s) is adjacent to a body of water (i.e., the border of the site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).		Not applicable
• The priority site(s) is in a federally designated flood plain.		Yes (page 1)
• The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy; or will incorporate energy efficiency measures.		Not applicable

7. Letter from the State or Tribal Environmental Authority

A letter of acknowledgement dated 11/25/2019 from the California Department of Toxic Substances Control for the City's FY2020 EPA Brownfields RLF Grant application is attached.

Ms. Noemi Emeric-Ford
November 25, 2019
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supports the City of Fresno's application for a U.S. EPA Brownfields Revolving Loan Fund Grant. This grant will allow the City of Fresno to work with State Agencies in a productive manner that protects the environment and improves the lives of the citizens of the area, and all of California. We appreciate the opportunity to support local agency programs as they play a critical role in California's effort to protect the environment and public health.

If you have any questions, please contact Ms. Leona Winner at (916) 255-6679, or via email at Leona.Winner@dtsc.ca.gov.

Sincerely,



Steven Becker, P.G., Chief
Santa Susana Field Laboratory and Northern California Schools Branch
Site Mitigation & Restoration Program
Department of Toxic Substances Control

cc: Ms. Leona Winner (via email)
Senior Environmental Scientist
San Joaquin Branch – Sacramento Office
Site Mitigation & Restoration Program
Department of Toxic Substances Control



Jared Blumenfeld
Secretary for
Environmental Protection



Department of Toxic Substances Control

Meredith Williams, Ph.D.
Acting Director
8800 Cal Center Drive
Sacramento, California 95826-3200



Gavin Newsom
Governor

November 25, 2019

Ms. Noemi Emeric-Ford
US EPA Region 9 Brownfields Program
Southern California Field Office
600 Wilshire Blvd., Suite 1460
Los Angeles, California 90017

STATE OF CALIFORNIA LETTER OF ACKNOWLEDGEMENT FOR BROWNFIELDS GRANT APPLICATION FOR THE CITY OF FRESNO

Dear Ms. Emeric-Ford:

The Department of Toxic Substances Control (DTSC) of the California Environmental Protection Agency (Cal/EPA) acknowledges and supports the City of Fresno's application for a U.S. Environmental Protection Agency (U.S. EPA) Brownfields Revolving Loan Fund Grant. DTSC is one of the lead regulatory Agencies with responsibility for overseeing the investigation and remediation of hazardous substances release sites in California. Through various initiatives, DTSC works cooperatively with state and local agencies, private entities and communities to facilitate brownfield reuse and achieve cost-effective remediation solutions, while safeguarding public health and the environment. DTSC has worked cooperatively with numerous stakeholders throughout California assisting with redevelopment and reuse plans for hazardous substances and petroleum release sites in our State.

DTSC fully supports the City of Fresno's efforts to apply for and obtain a Brownfields Revolving Loan Fund Grant to address the 4.9 square miles Transformative Climate Communities Project Area in the amount of \$1,000,000.00. The area includes downtown Fresno, the Fulton Avenue Corridor, Chinatown, the planned location for the High-Speed Rail Station, a majority of the Elm Avenue Corridor and the majority of Southwest Fresno. The requested EPA Brownfields grant funds will provide the City of Fresno funds to build on recent planning efforts.

We are encouraged by the City of Fresno's willingness to seek funds and act voluntarily to address contamination in an area that has historically been neglected. DTSC fully

1. PROJECT AREA DESCRIPTION & PLANS FOR REVITALIZATION

1.a.i Targeted Area and Brownfields / Background & Description of Target Area: The City of Fresno ("City") is located near the geographic center of California within the southern portion of California's Central Valley. It is the 5th most populous city in California and the 34th most populous in the United States (US). Founded as a railway station in 1872, and incorporated in 1885, the City has seen continued growth throughout its history, including adding nearly 310,100 residents since 1980 to reach its current estimated population of 527,422. Many of the City's current urban challenges are linked to development decisions made in the 1950-60s, including: the completion of a freeway system that cuts off the Downtown from surrounding neighborhoods and facilitated urban sprawl; the conversion of Fulton Street (the Downtown's main shopping street) into a pedestrian mall; and the gradual demolition of much of the Downtown's walkable mixed-use urban fabric for surface parking lots, high-speed one-way roads, and superblock office development. Such projects contributed to the decline of the Downtown as well as many of the City's inner neighborhoods. According to a 2016 study by the Brookings Institution, by 2000, the Fresno area had the 2nd highest rate of concentrated poverty among the 100 largest US metro areas, a status that according to the study has continued through at least 2014.¹ As detailed in Section 2.a.ii, this population experiences some of the highest pollution burdens for any major city in the US.

The Target Area for the grant is the 4.9-square-mile (sq. mi.) Transform Fresno Project Area which is also the focus for a \$66.5 million (M) grant awarded to the City in 2018 by the California (CA) Strategic Growth Council (SGC) through the new Transformative Climate Communities (TCC) grant program created for the purpose of funding affordable housing development, trails and other green infrastructure projects that will provide environmental, health, and economic benefits in CA's most disadvantaged communities. Half of the funding in the TCC grant program's initial round was allocated to the City of Fresno, in recognition of the City's disadvantaged status and the City having the greatest concentration statewide of census tracts (CTs) impacted by poor air quality. The Transform Fresno Project Area includes the Downtown, Chinatown, and Southwest (SW) Fresno neighborhoods and was chosen because it: (a) offers the most connectivity to other recent or planned investments including the \$77 billion (B) CA High Speed Rail (HSR) project (for which Downtown Fresno will be the location of the first purpose-built HSR station in the US), the \$15.9M TIGER² grant used during 2014-17 to convert Fulton Mall back into a complete street, and the newly constructed \$56.3M Bus Rapid Transit (BRT) system, (b) embraces the most economically and environmentally disadvantaged neighborhoods in the City which are ripe for transformation with a community that is highly engaged and invested in the transformative process, (c) includes the most leverageable infrastructure, and (d) has been the focus of multiple recent planning processes including the Fulton Corridor Specific Plan, the HSR Station Area Master Plan, the SW Fresno Specific Plan, and the United States Environmental Protection Agency (EPA) funded Elm Avenue Corridor (EAC) Area-Wide Revitalization Plan (AWP). The Target Area is also the focus of an EPA Brownfields Coalition Community Wide Assessment (CWA) Grant awarded to the City in 2019. An EPA Revolving Loan Fund (RLF) grant, if awarded, will enable the City to advance the cleanup and redevelopment of high priority sites within the Downtown, Chinatown, and SW Fresno neighborhoods that are assessed using CWA funding.

1.a.ii. Description of the Priority Brownfield Sites: Information on four initial priority sites for use of RLF funding is provided below. These sites were selected because: 1) they include sites in each of the three Target Area neighborhoods; 2) two of the sites were previously identified as priority brownfields for the City's EPA CWA Grant (which will be used to complete all necessary remaining assessment, remedial, and/or reuse planning activities to position these sites for use of RLF funding); 3) they will address community priorities identified for the Target Area, and 4) they are located in close proximity to projects being funded via the TCC grant, and thereby can serve to further leverage the impact of that grant as well as the CWA grant.

- **St. Rest Church Site (Elm Ave. and Rev. Chester Riggins Ave.):** This is one of three catalyst sites within the EAC and was identified in the AWP as having significant additional assessment and reuse planning needs that will be addressed via the City's CWA grant. St. Rest Baptist Church has been working for several years to revitalize 8 brownfield parcels (totaling 6.8 acres) surrounding their church. Two of the parcels were previously occupied by gas/service stations during the 1930s through the 1970s, and a third was used as a meat packing plant and warehouse. A portion of the site planned for greenspace is located within a 500-year flood zone. All of the parcels are currently vacant except for the 6,250 square foot (SF) former meat packing plant. One of the former gas/service stations and the meat packing plant were the subject of an EPA-funded Targeted Brownfield Assessment (TBA) completed in 2015-17 that included a Phase I and II environmental site assessment (ESA) which documented significant petroleum impacts. The draft AWP includes a preliminary reuse plan that envisions a phased development creating a multipurpose play field, an outdoor "airnasium," up to 3 mixed use buildings, 25 townhouse and 39 affordable senior housing units, and a community plaza that hosts a farmers' market and local food trucks.

¹ <https://www.brookings.edu/research/u-s-concentrated-poverty-in-the-wake-of-the-great-recession/>

² U.S. Dept. of Transportation "Transportation Investment Generating Economic Recovery" (TIGER) Grant

Select acronyms: ACRES = Assessment, Cleanup, & Redevelopment Exchange System; CA = California; CT = census tract; CWA = Community Wide Assessment; DTSC = Department of Toxic Substance Control; EAC = Elm Avenue Corridor; EPA = Environmental Protection Agency; ESA = environmental site assessment; OZ = Opportunity Zone; PMT = Project Management Team; RBM = regulated building material; RLF = Revolving Loan Fund; TCC = Transformative Climate Communities

EPA RLF funding will be directed to complete abatement of asbestos, lead-based paint, and other regulated building materials (RBMs) within the former meat packing plant; to manage contaminated soil and soil vapors present within select areas planned for mixed use or residential buildings; and to remediate or cap soil in areas planned for recreational use or green space. The project will address multiple community priorities including affordable housing, additional green space, and enhanced neighborhood access to high quality food.

- **Former Gottschalk's Bldg. (830 Fulton St.):** This site is a 100,000 SF 2-story former department store (Gottschalk's) constructed in 1914, which has been largely vacant since closing in 1988. It is one of 7 vacant buildings identified by the City within the Downtown as priorities for adaptive reuse. Since the reopening of Fulton St., the building is starting to draw some interest from developers. The building needs an estimated \$4M in improvements to bring it up to code and an attached garage needs more than \$3M in repairs. The building is eligible for listing on the National Register of Historic Places (NRHP), and is therefore likely eligible for historic tax credits (depending on the specific development plans) that could support rehabilitation for affordable housing or mixed use development. EPA RLF funding is needed to help pay for abatement of asbestos, lead-based paint, and other RBMs.
- **Buddhist Temple (1340 Kern St.):** This 2.1-acre site is partially occupied by two buildings, including a 3-story Buddhist Temple constructed in 1919. In 2018, after being vacant for 7 years, the property was sold to a group of local immigrant families from Myanmar committed to restoring the building for use as a Buddhist monastery. The temple is one of only 12 historic buildings within the 16-block area of Chinatown that is included in the High Speed Rail Station Master Plan. As discussed in Section 1.b.i, renovation and reuse of this site is consistent with key preservation goals under the Fresno Station District Master Plan. The project will not only preserve a local historic landmark, but also its use as a religious facility for Fresno's diverse Asian community. The project is envisioned as a community center that would serve as a hub for meditation. Based on the age of the building, environmental concerns include the presence of asbestos and other RBMs, and RLF funding would potentially be used to help pay for abatement costs.
- **Proposed SW Fresno Community Food Hub Site (437 W. California Ave.):** A gas station operated at this vacant 1.5-acre property from 1956-1986. Six USTs were removed in the late 1980s, and a series of investigations completed from 1988-2006. Soils impacted with gasoline and waste oil were documented to depths of 65 ft. The site was acquired by the Fresno Redevelopment Agency in the early 2000s, and a soil vapor extraction (SVE) system was operated for approximately 1 year to remediate the petroleum impacts, resulting in closure of the UST release case in 2010. The site is the planned location for a new Southwest Community Food Hub to be developed by Food Commons Fresno (TCC Project #17), enhancing access to fresh local food within SW Fresno as well as creating up to 40 jobs. RLF funding will be used to help pay for the costs associated with management during construction of residual petroleum contaminated soil that remains at the site.

1.b.i Revitalization of the Target Area/Reuse Strategy & Alignment w/Revitalization Plans: The redevelopment plans for all four initial priority brownfield sites are consistent with (and in several instances, specifically identified within) multiple recently completed plans focused on the Downtown, Chinatown, and SW Fresno neighborhoods. Each of the projects are catalytic and likely to spur additional developments consistent with these plans, and thereby leverage the impact of EPA RLF funds.

The redevelopment strategy for **Gottschalk's Dept. Store** is to advance the redevelopment of long-vacant historic buildings that are well suited for adaptive reuse for affordable housing and commercial uses. This reuse is consistent with one of the key goals for the Fulton Corridor Specific Plan (to spur reuse of these buildings) as well as the goals for the HSR Station Area Master Plan to create thousands of housing units and millions of square feet of commercial space within a 0.25-mile radius of the HSR Station. The redevelopment strategy for the **St. Rest Church Site** is fully detailed in the EAC AWP, and will support multiple priorities identified in the AWP for creating affordable housing, local retail, and quality recreation and green space. The renovation and reuse of the **Buddhist Temple** will address the key goal identified in the Fresno Station District Master Plan for the Historic Chinatown District to "*Preserve, protect, and enhance the cultural significance of Chinatown*" by not only preserving a key local historic landmark but also its historic function as a Buddhist temple serving the local Asian community. The proposed **SW Fresno Community Food Hub** is aligned with multiple priorities in the SW Fresno Specific Plan, for increasing access to fresh, affordable and nutritious local foods (Policy LU-6.3) and prioritizing infill development in existing neighborhoods (Policy LU-4.6).

1.b.ii. Outcomes & Benefits of Reuse Strategy: The Transform Fresno Project Area was chosen for the EPA CWA grant and now for the EPA RLF grant, because it: (a) offers the most connectivity to other recent/planned investments, including the \$77B CA HSR project (for which Downtown Fresno will be the location for the first purpose-built HSR station in the US), the \$15.9M TIGER grant used to convert Fulton Mall into a complete street, and the newly constructed \$56.3M BRT system, (b) supports the most economically and environmentally disadvantaged neighborhoods in the City, (c) includes the most leverageable infrastructure, (d) has been the focus for recent planning processes, and (e) is located in its entirety in areas designated as Opportunity Zones (OZs). These factors provide a

strong foundation for revitalization of the area, the potential to attract significant private investment, and the ability to focus the revitalization on neighborhoods having the greatest social, economic, and welfare needs.

The revitalization strategies will vary for each neighborhood. In the Downtown (and in particular, within the Fulton Street Corridor), there are major (and in many instances, historic) buildings that are well suited for adaptive reuse. The strategy for these buildings (including the former **Gottschalk's Dept. Store**, former Berkeley's Apparel Store, Bank of Italy Building, Helm Building, and others) will be to use the City's existing EPA CWA grant to complete RBM surveys, to enable abatement costs to be quantified (removing a source of uncertainty that represents a barrier to redevelopment) and where appropriate, complete market studies that can be used to document demand for desired uses and to aid developers in securing funding. RLF funding will then be available to help finance significant abatement costs that will be required for renovation and reuse of these buildings (all which have the potential to result in significant affordable housing units and provide additional local jobs – two identified community priorities). Developments in other areas of SW Fresno (including the EAC) are more challenging in terms of market conditions, and will require a greater focus on advancing the initial steps in the development process through completion of Phase I and II ESAs through the City's CWA grant, that will provide environmental data needed to attract developer interest, with the RLF funding available to help off-set cleanup costs in these market-challenged areas. A key to success will be focusing efforts on catalyst sites (including the **St. Rest Church Site**), working with local organizations with a long-term commitment to the neighborhood (such as St. Rest Church and the Food Commons Fresno), coordinating investments being made by other local government entities (such as the Fresno Housing Authority), and making creative and aggressive use of all available financial and technical resources (such as the 2-day workshop and "Roadmap to Redevelopment" completed for the **St. Rest Church Site** in 2018 through the Council of Development Finance Agencies [CDFA] Brownfields Technical Assistance Program).

1.c. Strategy for Leveraging Resources /Resources Needed for Site Reuse: The strategy for leveraging resources will vary between the three neighborhoods in the Target Area, as projects in Downtown (**Gottschalk's Dept. Store**) and in portions of Chinatown are better positioned to attract private investment based on major investments that are either completed (i.e., Fulton Mall reconstruction) or are planned (the HSR Station) in these areas. The strategy will be to use the City's existing EPA CWA grant to eliminate uncertainties (over RBM abatement costs, market demand, etc.) that are impeding developers from securing funding to move forward with redevelopment or reuse of high opportunity sites in these neighborhoods, and then to have RLF funding available to help fund the sometimes difficult to finance initial abatement and cleanup work.

Projects in the Target Area are a good match for a number of CA grant programs targeting distressed communities and affordable housing projects, and the City is eligible for a majority of these programs. In addition, the entire 4.9 sq. mi. Target Area is located within OZs designated under the Tax Cuts and Jobs Acts of 2017. OZs deliver significant tax savings on medium- to long-term investments in economically disadvantaged communities and will provide a further near term incentive for investment in redevelopment projects in the Target Area. The City is proactive in promoting the OZs, as well as multiple other sources that may be available to help advance cleanup and redevelopment or reuse of the priority sites.

Several of the projects that priority sites have already secured funding for reuse. The **SW Fresno Community Food Hub** project has been allocated \$1,488,280 in funding from the TCC grant, as well as identified \$2,056,365 in other funding to implement the project. St. Rest Community Economic Development Corporation (CEDC) and/or St. Rest Church have secured a \$85,295 grant from The California Endowment, a \$25,000 grant from Saint Agnes Medical Center, a \$75,000 grant from Kaiser Permanente, a \$75,000 grant from the Central Valley Community Foundation, and \$58,000 in funding from the City – all to support planning and development of the playground and greenspace areas at the **St. Rest Church Site**.

1.c.ii. Use of Existing Infrastructure: Downtown and Chinatown are among the oldest developed areas of the City, and are therefore well served by existing infrastructure (water, sewer, electric, natural gas, transportation, etc.). This infrastructure is now underutilized due to the large number of vacant buildings and vacant lots that exist as a result of urban decline over the past 50 years. Therefore, these areas are exceptionally well suited to make use of existing infrastructure, as well as recently completed infrastructure investments (such as the reconstruction of Fulton St. and the new BRT service and stations serving the Downtown), and planned investments funded by the State (such as the HSR Station and the \$2M Southwest Fresno Trail project being constructed using TCC Grant funding). The initial priority sites within the EAC in SW Fresno are also relatively well served by existing infrastructure due to Elm Avenue's status as a primary transportation corridor within this neighborhood, which was reconstructed in recent years with 2 lanes in each direction as well as bike lanes. No critical infrastructure needs have been identified for the initial priority sites referenced in Section 1.a.ii.

2. COMMUNITY NEED & COMMUNITY ENGAGEMENT

2.a.i Community Need / The Community's Need for Funding: As shown on Table 1, the City of Fresno is a low income

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community with per capita and median household incomes that are about 50% lower than CA as a whole. The Target Area has exceptional levels of economic distress with a poverty rate >50% and median household income of only \$23,180 with one-third of households making <\$15,000 per year. Residents in these areas lack the resources to address brownfields without significant financial assistance.

Table 1. Economic Distress Data for the City and Target Area (ACS 2017 5-Year Estimates³)

Data Type (see footnote 3 at the for explanation for notes A-C)	Target Area ^A	City of Fresno	Fresno County	State of California	United States
Median household income (MHI) ^B	\$23,180	\$44,853	\$48,730	\$67,169	\$57,652
% of Households making <\$15,000 per year	33.5%	16.8%	14.6%	10.1%	11.5%
Poverty rate (for individuals)	50.3%	28.4%	25.4%	15.1%	14.6%
Unemployment rate ^C	8.0%	6.8%	6.3%	4.8%	4.1%

The City has faced significant financial challenges that have limited its ability to draw on existing sources of funding for use in supporting environmental remediation or abatement that is necessary to advance the redevelopment of many priority brownfield sites. In the aftermath of the Great Recession, the City was forced to make significant cuts that reduced its workforce by 25% citywide. This required that discretionary funds be dedicated to providing only essential services. Only recently has the City begun to add staff to support “non-essential” departments, such as planning or code enforcement. In addition, redevelopment agencies throughout the State were dissolved in 2011, eliminating tax increment financing as a resource for cleanup of blighted properties.

The RLF Grant, if awarded, will enable the City to make funding available to small organizations with limited financial resources (such as the Chinatown Fresno Foundation and the St. Rest CDC who are members of the Coalition implementing the City’s FY2019 CWA Grant) which are actively working to spur the redevelopment of multiple brownfield sites within their Target Area neighborhoods.

2.a.ii.1 Threats to Sensitive Populations - Health or Welfare of Sensitive Populations: The Target Area has high relative percentages of residents who in addition to being low-income (Table 1) are members of sensitive population groups. Based on American Community Survey (ACS) 5-year 2013-17 estimates for the 10 CTs located partially or wholly within the Target Area⁴, 92.8% of residents are minorities (including but not limited to 65.5% Hispanic and 17.8% African American). There are significantly higher relative percentages of: (a) children <5 years old (9.5% of the total population versus 6.2% for the US as a whole), (b) female single-parent households with children under 18 years (19.8% of total households versus 8.1% for the US), (c) disabled residents (16.4% of the total civilian non-institutionalized population versus 12.6% for the US), and (d) limited English speaking households (16.4% of all households versus 4.5% for the US as a whole). Health concerns in the Target Area (as detailed in Section 2.a.ii.2, below), include high asthma and lead poisoning rates, obesity, and poor mental and physical health. Welfare concerns include blight, crime, significant homeless populations, high unemployment rates, and lack of quality affordable housing.

The grant will be used to remediate multiple contaminated sites within the Target Area for which threats to the health or welfare of sensitive populations are known, or are identified as a result of assessments completed using the City’s FY2019 EPA CWA Grant. Cleanup of these sites will help to eliminate exposure risks, and to advance the completion of projects that will help to reduce or address the public health and welfare concerns identified in the preceding paragraph.

2.a.ii.2 Greater Than Normal Incidence of Disease & Adverse Health Conditions: Table 2 summarizes prevalence rates for ten chronic disease and health indicators for residents living within the 10 CTs located partially or wholly within the Target Area, as well as the average prevalence for all 124 CTs in the City, based on estimates developed by the Centers for Disease Control and Prevention (CDCP) and published in 2018⁵. The average prevalence rates for the Target Area are also ranked relative to all 5,237 urban CTs in CA evaluated as part of the CDCP study.

The Target Area scores significantly worse (i.e., has higher prevalence rates) for all ten health measures than the City as a whole. In addition, for each of the measures, the Target Area CTs rank between the 92.6 and 99.8 percentiles relative to the values for all 5,237 urban CTs throughout CA included in the CDCP study (representing >22 million people). Lead poisoning data were not provided by CDCP study, but are available for all CA zip code areas for 2012⁶. Eighty percent of the Target Area is within the 93706 zip code area in which 5.74% of children <6 years old had blood lead levels of ≥4.5 micrograms per deciliter (indicative of lead poisoning). This rate was the 20th highest of

³ Notes for Table 1. Data downloaded on 1/12/19. All data are American Community Survey (ACS) 5-year estimates for 2013-17. A) The data for the Target Area are combined data for Fresno CTs 1, 2, 3, 4, 6, 7, 9.01, 9.02, 10, 11. B) In 2017 inflation adjusted dollars. C) Rate for civilian population in labor force 16 years and over.

⁴ Data are combined data from the US Census Bureau for CTs 1, 2, 3, 4, 6, 7, 9.01, 9.02, 10, and 11. Data downloaded 1/12/19.

⁵ <https://www.cdc.gov/500cities/>

⁶ https://www.cdph.ca.gov/Programs/CCDCPP/DEOD/CLPPB/CDPH%20Document%20Library/zip_code_2012_250_tested.pdf

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the 589 zip code areas in CA for which data were reported.

Table 2. Health Measure Estimates for Target Area Census Tracts (CTs)^{7 A}

Health Measure (see footnote 6 for explanation for notes A-F)	Prevalence in Target Area CTs ^B	Average Prevalence in Fresno ^C	Percentile among 5,237 CA CTs ^D	Health Measure	Prevalence in Target Area CTs ^B	Average Prevalence in Fresno ^C	Percentile among 5,237 CA CTs ^D
Lack of Health Insurance ^E	29.1%	19.0%	93.9%	Kidney Disease ^E	4.4%	3.3%	97.9%
High Blood Pressure ^E	34.2%	28.9%	94.3%	No Leisure Time Physical Activity ^E	36.5%	26.7%	97.8%
Asthma ^E	11.1%	9.8%	97.7%	Poor Mental Health ^F	18.6%	14.8%	96.6%
Diagnosed Diabetes ^E	16.2%	11.7%	98.0%	Obesity ^E	42.0%	34.0%	99.8%
High Cholesterol ^E	37.2%	34.2%	92.6%	Poor Physical Health ^F	19.5%	14.5%	97.4%

The grant will help to reduce exposure risks associated with asbestos and lead by funding abatement of these materials in select buildings. The **St. Rest Church** project will provide multiple additional areas for outdoor recreation (helping to address poor mental and physical health and low physical activity) and provide improved access to local high quality food (helping to address obesity, high cholesterol, and other nutrition-related health problems). The **Buddhist Temple**, envisioned as a community center and hub for meditation, will help address poor mental health. The mixed use projects envisioned for the vacant Downtown buildings as well as St. Rest Church site will provide additional jobs likely to include health benefits, helping to address the low access to health insurance.

2.a.ii.3. Disproportionately Impacted Populations: Data documenting the high level of economic impoverishment in the Target Area are presented in Table 1. Sensitive populations in the Target Area are at significantly higher risks of being exposed to a broad range of cumulative pollution sources. EPA's EJSCREEN Tool was used to evaluate the 10 CTs located partially or wholly within the Target Area for 11 environmental justice indices. The CTs ranked in the 91st to 99th percentile among CTs in the US for all 11 indices⁸. A similar type of analysis is provided for all 8,035 California CTs on the CalEnviroScreen website⁹. For the most recent update (June 2018), all 10 CTs in the Target Area ranked above the 99.5 percentile, and four CTs (2, 4, 10, and 11) ranked in the top 10 CTs in CA in terms of their residents' disproportionate burden and vulnerability to multiple sources of pollution. The grant will help to advance investments in an area suffering some of the greatest environmental justice concerns of any urban area in CA. By supporting the Transform Fresno Project, the RLF Program will support redevelopment initiatives that are working to provide new and safe affordable housing and green spaces, and improved public transit that will help improve air quality. The EPA RLF grant will support these types of developments while also advancing projects that eliminate blight and eliminate potential exposure of residents to contaminants associated with priority brownfield sites.

2.b.i/ii Program Partners and Program Partner Roles: Key program partners, and their anticipated roles are summarized on Table 3 below.

Table 3. List of Program Partners and Roles

Partner Name	Point of contact	Specific role in the project
St. Rest Baptist Church and St. Rest CDC	Pastor DJ Criner (559) 237-5551, dj.crinier@saintrest.org	Property owner/developer for catalyst site; host community meetings in SW Fresno; engage congregation and neighborhood residents in project
Every Neighborhood Partnership	Artie Padia (559) 400-7310, artie@everyneighborhood.org	The Partnership (through a subgrant) is assisting with outreach efforts as part of the City's EPA CWA grant, and will integrate outreach for the RLF Grant as part of their work. Artie Padia is a representative on the Outreach & Oversight Committee overseeing the Transform Fresno Project and will integrate outreach for the RLF Grant with efforts for the Transform Fresno Project.
Chinatown Fresno Foundation	Jan Minami, Executive Director, 559-859-1763, chinatown93706@gmail.com	The Chinatown Fresno Foundation will lead outreach efforts and have key input on use of RLF funding within the Chinatown neighborhood. The Foundation is a member of the Coalition implementing the City's EPA CWA grant and representatives are serving on a Brownfields Advisory Committee (BAC) that will provide input and assistance for implementation of both grants.
SW Fresno EDC	Tiffany B. Mangum, 559-237-1444 tbmangum@att.net	The EDC is supporting outreach to property owners, businesses and residents in SW Fresno as part of the City's EPA CWA, and will integrate this with outreach related to the RLF Grant, if awarded.

⁷ Notes for Table 2. A) Data accessed from the CDC website on 1/19/2019. B) The Target Area CTs include 1, 2, 3, 4, 6, 7, 9.02, 9.02, 10, and 11. C) Average of values for all 124 City of Fresno CTs. D) Ranking of the average value for the Target Area CTs versus those for all 5,237 urban CTs in CA included in the study. A percentile value of 99.8% means that the average prevalence in the Target Area is higher (worse) than that in 99.8% of all CA CTs evaluated. E) Model-based estimate for crude prevalence among adults aged ≥ 18 years, 2015 or 2016. F) Model-based evidence for crude prevalence of mental or physical health not good for ≥ 14 days among adults aged ≥ 18 years, 2016.

⁸ Source: <https://www.epa.gov/ejscreen> Accessed 12/30/2018. EJSCREEN Report for City of Fresno Census Tract Nos. 1, 2, 3, 4, 6, 7, 9.01, 9.02, 10, and 11.

⁹ <https://oehha.ca.gov/calenviroscreen/report/calenviroscreen-30>

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St. Rest Baptist Church is an anchor institution in SW Fresno and the EAC, and is affiliated with **St. Rest CDC** which is a member of the City's CWA Grant Coalition. **St. Rest Baptist Church's** experience with their site and the EPA AWP grant makes them an ideal community partner for keeping neighborhood residents in SW Fresno and the EAC engaged and informed of the RLF Program and the ways it can be used to further community goals. The **Every Neighborhood Partnership** works to connect churches and other community partners with elementary schools, and equip them to serve through their active presence in every neighborhood in Fresno. The Partnership is assisting in outreach required for the City's CWA grant in all three Target Area neighborhoods. The **SW Fresno Economic Development Corporation** (EDC) is experienced in working with property owners, businesses, and community members throughout SW Fresno, and will assist in connecting these stakeholders with the resources available from the EPA RLF Grant. The **Chinatown Fresno Foundation** is focused on revitalization of Chinatown and is closely tied to both residents and businesses located in this neighborhood. Representatives from all five organizations are playing significant roles in supporting outreach for the City's EPA CWA Grant, and will be able to integrate these efforts with outreach for the RLF Grant during at least the initial two years of the RLF Program. In these roles, they will have significant involvement in site selection and other decisions involving how EPA RLF funds are utilized, as well as decisions related to reuse of these sites.

2.b.iii. Incorporating Community Input: Within the first two months after receiving the EPA RLF grant, the City will work with the Brownfields Advisory Committee (BAC) formed for the City's current FY2019 CWA Grant to update the Public Engagement Plan (PEP) created for this current grant. The PEP was developed in part based on the Community Engagement Plan prepared in 2018 for the Transform Fresno Project, which was created following extensive input from the residents and stakeholders in the three Target Area neighborhoods and included creation of a Community Steering Committee (CSC) for which membership was open to anyone that lived, worked, or owned a business in the project focus area (defined initially as the 93706 and 93721 zip code areas). Nearly 530 residents participated in the 3-month long prioritization and site/project selection process, and 164 participated with enough regularity to maintain voting status. Of greatest relevance to the EPA RLF brownfields project, the CSC meetings identified and ranked a total of 43 local criteria and goals, with the six most frequently cited being: 1) quality local jobs, 2) more affordable housing, 3) expanding and improving parks/green space, 4) expanding and improving transit, 5) serving and connecting all neighborhoods, and 6) improving air quality.¹⁰ The sites listed in Section 1.a.ii were selected with these community priorities in mind.

The PEP will detail methods and strategies for effectively communicating progress to the community in the Target Area. A key method for informing the project and soliciting input will be public meetings. The BAC is scheduled to meet on approximately a quarterly basis throughout the grant term, with meeting locations alternating between SW Fresno, Chinatown, and Downtown. Updates on the City's EPA Grant(s) will also be provided at meetings of the Transform Fresno Project CSC which includes representatives from nearly every community organization active in the Target Area. At all meetings hosted by the City, special accommodations will be made available to ensure the participation of people with disabilities and non-English speakers.

Another method used to communicate progress will be the creation and regular updating of the brownfields webpage that was recently established on the City's website. The webpage will include project updates, fact sheets and meeting announcements, as well as links to project documents and deliverables (as a means of maximizing transparency). The webpage will also include a mechanism for soliciting project input.

The City will compile community input on a quarterly basis and circulate the summary to the BAC to develop response options. Public input and the City's response will be summarized in the quarterly project progress reports and on the project webpage.

3. TASK DESCRIPTION, COST ESTIMATES, & MEASURING PROGRESS

3.a. Program Description and Marketing Strategy

3.a.i. Program Management: Key program management elements specified in the guidelines are detailed below.

How the RLF Program will build and maintain a competent team to ensure an effective program: The City will use staff from multiple City departments to form a Project Management Team (PMT) that will: (a) establish the RLF Program, (b) strategically integrate its implementation over the first two years with on-going implementation of the City's EPA CWA Grant, and (c) integrate the RLF Program with the City's overall economic development initiatives and programs. The City intends to subcontract a Loan Manager to provide specialized expertise (i.e., financial underwriting, loan servicing, etc.) necessary for the effective long-term operation of the RLF Program. The City has effectively used this approach for its existing RLF Program, which has been in operation for 30 years. A Loan/Subgrant Administration Board (Loan Administration Board) will be formed that includes some members of the PMT, as well as other members who represent a cross section of the area's community leadership (both private and public sector), minorities, and

¹⁰ <http://www.transformfresno.com/wp-content/uploads/2017/09/TCC-Local-Criteria-Handout.pdf>

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individuals with experience in commercial lending. The Loan Administration Board will make final decisions on loan/subgrant proposals.

How the RLF Program will select borrowers/subgrantees and projects: The RLF Program will select projects in part based on their ability to advance priority goals identified by the community for the Target Area, in particular: 1) providing quality local jobs, 2) providing additional affordable housing, and 3) expanding and improving parks and green space. Additional consideration will also be given to sites and projects that are assessed using the City's EPA CWA Grant. Eligible applicants must have site control, meet EPA eligibility requirements for participation, and have a CA Department of Toxic Substances Control (DTSC)-approved cleanup or abatement plan in place to ensure minimum remedial standards will be met and the cleanup will be protective of human health and the environment. Applicants will complete a two-step application process, with the initial application focused on providing information to the Loan Manager who, together with the PMT, will review the information to evaluate site eligibility (with assistance from the EPA Project Officer), funding needs versus available funding, and alignment with RLF Program funding priorities. Applicants/projects that pass this initial review will be invited to submit a complete application, that will include standard loan documentation, credit reports, appraisals, and complete environmental documentation (Phase I/II ESAs, Remedial Investigation reports, RBM Survey reports, Cleanup/Abatement Plans, DTSC-approvals and correspondence). The Loan Manager will work with the PMT to review submitted information and to prepare a funding proposal, which will be presented to the Loan Administration Board, which will approve or deny the proposal, or may defer the decision and request supplemental information. Although a goal of the Program including helping to provide access to funding for borrowers who are unable to secure funding from other sources, an even greater priority will be on avoiding bad loans – which would undermine the goals of revolving funding to establish a permanent source of funding that can be used to advance brownfields cleanup in Fresno.

3. How the RLF Program will structure and administer loans and subgrants, and facilitate financial underwriting: The administrative procedures for the EPA RLF Program will be guided in part by an Administrative Plan updated in 2019 for the City's existing RLF Program. The RLF Program will provide flexible, low-interest loans to eligible applicants. Based on the contamination present in the target areas, loans and subgrants will be allocated 80% to hazardous substance cleanup and 20% to petroleum cleanup. Interest rates and repayment periods will be negotiated on a case-by-case basis, dependent on the risk-profile of the applicant and the needs of the project. RLF loans may cover up to 100% of an application's site cleanup costs, to serve as gap financing for high-risk projects that would otherwise not be financially feasible. However, to maximize federal dollars, cleanup costs will not be allowed to exceed 50% of total project costs. Other basic loan terms include: (1) risk-based interest rate starting at 75% of the current prime rate; (2) initial term of a maximum of 5 years; and (3) maximum loan amount determined on a project basis.

Up to \$100,000 in subgrants will be available for eligible applicants, who meet all criteria outlined above and demonstrate their projects are not feasible but for the use of a subgrant. Subgrant applicants will have defined criteria in the RLF Administrative Plan and will need to demonstrate that they own the site and that they are not potentially liable for the contamination at the site. The PMT and Loan Manager will review subgrant applications for project and redevelopment feasibility before making a recommendation to the Loan Administration Board for the final subgrant determination.

3.a.ii. Revolution of the RLF Program – Strategy for incorporating reasonable and prudent lending practices to encourage the funds to revolve: The RLF Program will encourage the revolving of RLF funds by: (a) employing prudent underwriting practices with a goal of 0% default, (b) recognizing that the amount of RLF Funding available is very limited relative to the potential need in Fresno, and therefore, focusing on strategic projects (where the funds can address a key financing gap, versus focusing on "high degree of difficulty" projects – worthwhile though they may be), (c) focusing on loans (as funds can't revolve if they are given away as subgrants), (d) limiting the duration of loans, and focus on projects with a need for short-term gap financing, rather than situations where the RLF funds will be structured as part of the projects long-term financing. To sustain the program for the long-term, including after the cooperative agreement has ended: (a) program income will be re-loaned or spent on brownfield cleanup, (b) program income will be deposited into an interest-bearing account, and (c) program income will be inclusive of all principal repayment, interest earned on outstanding loan principal, interest earned on accounts holding RLF program income not needed for immediate lending, loan fees, loan-related charges received from borrowers, other income generated from RLF operations, proceeds from the sale-collection-or liquidation of a defaulted loan, and proceeds in excess of unpaid principal.

Strategy for properly maintaining and reporting outcomes and outputs to EPA so long as program income exists: The City's existing RLF Loan program has been in operation since 1989, the proposed project management approach is designed to maintain the RLF Program for the long-term, including after the cooperative agreement has ended. The Administrative Plan for the City's current RLF is designed to provide for long-term tracking and maintenance of financial records for assisted projects, and long-term compliance with financial and outcomes reporting will be similarly maintained. The Administrative Plan for the Brownfields RLF Program will be similarly designed and executed.

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3.a.iii. Marketing Strategy: The City will employ both short-term and long-term strategies for marketing the RLF Program. A short-term strategy will include a significant focus on integrating the marketing with activities that are in progress as part of the City's FY2019 CWA Grant, and "piggy-back" on outreach meetings, presentations, and other outreach efforts that will be implemented through 2022. The inventory task will be used to help identify sites/proposed projects that meet the eligibility requirements and are in potential need of cleanup funding. The assessment and reuse planning tasks will be used to help these sites/projects have the environmental studies, plans, and approvals in place to meet the application requirements for the RLF Program. Another priority will be achieving one or more high visibility early successes (as few things are as effective as well publicized local examples "success stories" featuring the RLF Program). The long term strategy will be to effectively integrate marketing of the RLF Program with the City's overall economic development program marketing and initiatives – which will help in matching these projects with other potentially available funding and incentives, and will also help in limiting the long-term costs (a key for program sustainability). The marketing program will include: 1) outreach to neighborhood/community organizations (with support from the project partners listed on Table 3), 2) engagement with the real estate brokers, environmental consultants, bankers, major property owners and realtors, and 3) use of social media, including providing information on the City's economic development program website, and its brownfields project website. Digital and print marketing materials will be prepared specifically for the RLF Program, and will include Spanish language materials.

3.b. Description of Tasks/Activities & Outputs: Table 4 provides a description of project tasks, as well as the schedule, leads, and outputs associated with each task.

Table 4 – Summary of Project Implementation Tasks, Activities, Schedule & Outputs

Task 1 – Grant Oversight & Fund Management
<p>i. Program Implementation: Upon notice of award, the PMT will convene as well as the Loan Administration Board. Subsequently, the City will complete qualifications based procurement process (compliant with 2 CFR 200.317-326) and retain a Qualified Environmental Professional (QEP) and Loan Manager to support implementation of the RLF Program. The Administrative Plan will be prepared detailing all policies and procedures relevant to establishing and administering the Brownfields RLF Program (the Administrative Plan updated in 2019 for the City's existing RLF Loan Program will be used as the initial template, but tailored to match the unique characteristics of brownfield sites, as well as requirements specific to the EPA Cooperative Agreement). A combined loan/subgrant initial application form will be created. As loan/subgrant applications are received, they will be reviewed and approved or denied by the Loan Administration Board. Agreements will be executed for approved loan/subgrant applications. The Loan Manager will manage loans and associated financial record keeping and reporting, and provide reports on at least a quarterly basis to the Project Manager and PMT. The PMT will meet on at least a quarterly basis during initial stages of the project (to guide development and launching of the RLF Program, and maintain progress towards deployment of all available loan/subgrant funds), and as needed during later stages (as issues are encountered or funding for additional loans becomes available). Required quarterly and annual progress and financial reports will be completed and submitted to EPA.</p>
<p>ii. Anticipated Project Schedule: Initial steps (convening the PMT and forming the Loan Administration Board, and procuring the QEP and Loan Manager) will begin following initial notice of award. The Administrative Plan and application form will be completed within the first quarter. The PMT will convene on a quarterly basis until agreements are executed for all initial loan/subgrant funding. The Loan Administration Board will convene as loan/subgrant proposals are completed for consideration. The goal will be to execute agreements for all initial loan/subgrant funding during the initial 2 years of the Program. EPA required quarterly and annual reports will be completed by the specified due dates. The Loan Manager will process, monitor, and maintain records for all loans/subgrants on an on-going basis and provide reports to the Project Manager and PMT on a quarterly basis.</p>
<p>iii. Task/Activity Leads: The Loan Administration Board will convene as applications are received to review and approve loans/subgrants to eligible applicants based on project eligibility, applicant credit worthiness, and demonstrated project economic and environmental benefits. The Loan Manager will track the progress of each loan and subgrant as well as for the RLF Program overall and report to the Loan Administration Board and Project Manager. The Loan Manager will also retain all records necessary for auditing of the Program. The City's Project Manager will be responsible for completing all quarterly and annual progress, financial and other reporting required by the Cooperative Agreement.</p>
<p>iv. Outputs: 1) RLF Program Administrative Plan. 2) Loan Manager and QEP procurement documentation and service agreements. 3) Loan/subgrant applications and supporting documentation. 4) Loan/subgrant review and decision records. 5) Agendas and minutes for meetings of the Loan Administration Board. 6) Loan/subgrant agreements. 7) Detailed financial records for all loans/subgrants. 8) EPA quarterly and annual financial and progress reports.</p>
Task 2 – Community Engagement and Program Marketing
<p>i. Program Implementation: The City will integrate initial outreach for the RLF grant with community engagement that will occur as part of the City's FY2019 CWA Grant and which is focused on revitalization of brownfields in the</p>

same Target Area, and involving the same project partners listed in Section 2.b. Community engagement activities for the RLF Program will include notifying landowners and communities in the Target Area about cleanup schedules and project progress; conducting 30-day comment periods on Analysis of Brownfield Cleanup Alternatives (ABCAs); creating technical presentations, exhibits, and handouts for meetings; drafting meeting summaries; and responding to public comments gathered in meetings and through the City's Brownfields Program website. Although the engagement process will need to be adjusted following completion of the CWA Grant, the key focus will be during the initial 2 years of the Program when the City's goal is to fully expend all budgeted amounts for loans/subgrants on eligible priority sites. Digital and print marketing materials will be prepared specifically for the RLF Program and used to support both community engagement and marketing activities. Spanish language materials will be created to facilitate engagement and marketing for the 65.5% of residents in the Target Area who are Hispanic, as well as the 16.4% of limited English speaking households.

Program marketing will be integrated with the City's existing economic development programs, which provide information on an array of funding and incentive programs available to businesses or developers (<https://www.fresno.gov/mayor/economic-development/>). This integrated marketing approach is essential in that it will provide brownfields redevelopment with information on complementary incentive and funding programs that are available to advance projects and to address funding needs beyond those linked to environmental cleanup.

ii. Anticipated Project Schedule: Community engagement and marketing of the RLF Program will be on-going throughout the project, but focused in particular during the initial 2 years when the goal is to put loans/subgrants in place for the full budgeted amounts, and the opportunity to integrate activities with outreach/engagement being performed as part of the FY2019 CWA Grant.

iii. Task/Activity Leads: City staff in the Planning and Development Dept. (who are leading the FY2019 CWA Grant project) will lead the community engagement activities, with support from the QEP. City economic development staff (Mayor's Office) will lead marketing of the RLF Grant, with support from Planning and Development Dept. staff and the contracted Loan Manager.

iv. Outputs: 20 public meetings over 5 years; program progress updates and explanation of proposed projects, including public comment periods; informational materials, bilingual materials as necessary; and program information on the City's Brownfields Program website and other locations and digital platforms.

Task 3 – Cleanup Oversight

i. Program Implementation: The QEP will review approved ABCAs, remediation plans, and abatement plans to verify cleanups will be completed in a manner protective of public health and the environment, and in accordance with applicable regulations. The QEP (or qualified City staff) will confirm the applicant's enrollment in all relevant state programs, perform site visits while cleanups are in progress, and review remedial documentation (or other reports) documenting that cleanup was completed in accordance with plans, and applicable State, federal, local, and loan/subgrant requirements.

ii. Anticipated Project Schedule: Work to be performed by the QEP will depend on the timing for receipt by the Loan Manager of initial application materials for loans/subgrants. Work would continue as loan/subgrant agreements are executed and cleanups are completed throughout the 5 yr initial grant period. It is anticipated the reviews completed by the QEP as part of loan/subgrant underwriting would occur primarily during the first 2 years of the grant, with oversight of in progress or completed remediations occurring primarily in years 2 and 3.

iii. Task/Activity Leads: The QEP will lead this task, under the direction of the City's Project Manager.

iv. Outputs: 1) Documentation of reviews performed by the QEP of environmental investigation reports and plans submitted by applicants (Phase I/II ESAs, remedial investigation reports, cleanup plans and/or ABCAs). 2) QEP site visits and associated records. 3) Documentation of reviews performed by QEP of remedial documentation reports or RBM abatement completion records.

Task 4 – Cleanup Loans and Subgrants

i. Program Implementation: Approved loan/subgrant funding will be dispersed to eligible projects for performance of cleanup work. As detailed in Section 3.a.iii, the priority sites will be among those initially considered for use of funding. Assuming that cleanup funding agreements are executed on these sites, EPA funded activities that will take place would include abatement of lead, asbestos and other RBMs in buildings on **all four priority sites** for which renovation/adaptive reuse is the goal. EPA-funded cleanup activities at the **St. Rest Church Site** would include excavation and off-site disposal of contaminated soil in hot-spot areas, consolidated and on-site management/capping of soil in other areas, installation or vapor mitigation systems in the footprint of planned buildings subject to vapor intrusion hazards, collection and analysis of required verification samples, and preparation of remedial documentation reports. The QEP (under Task 3) would verify at the completion of EPA-funded cleanup activities in accordance approved abatement or cleanup plans, and review documentation submitted to DSTC or other agencies, and approvals issued by those agencies.

ii. Anticipated Project Schedule: The City's goal is to have loan-subgrants executed for all RLF loan/subgrant budget within the first 2 years of the project, with funded cleanups completed and fully documented within the first 3 years. As loans are repaid and funding is replenished, additional loan agreements would be executed.

iii. Task/Activity Leads: This task is integral with loan/subgrant application review, underwriting, agreement execution,

and loan servicing/monitoring/record keeping/reporting to be completed by the City and the Loan Manager as detailed under Task 1, and the cleanup oversight and cleanup documentation review/verification to be performed by the QEP as detailed under Task 3. Cleanup work will be completed by the loan/subgrant recipients, and qualified environmental contractors and consultants retained by those recipients.

iv. **Outputs:** 1) 2-3 loans. 2) 1-2 subgrants. 3) 3-5 remediated brownfield sites. 4) Completed remedial documentation reports and DTSC approvals for each site.

3.c. Cost Estimates: The budget for grant funded and cost share activities by task, funding type, and category is summarized below.

Table 5. Budget for Grant Funded Activities and Cost Share*

Budget Categories*	Task 1 – Grant Oversight & Fund Management		Task 2 – Community Engagement & Program Mktg.		Task 3 – Cleanup Oversight		Task 4 – Cleanup Loans & Subgrants		Totals	
	Haz	Petro	Haz	Petro	Haz	Petro	Haz	Petro	Haz	Petro
Personnel	\$16,000	\$4,000	\$16,000	\$4,000	0	0	0	0	\$32,000	\$8,000
Contractual	\$24,000	\$6,000	\$6,000	\$1,500	\$18,000	\$4,500	0	0	\$48,000	\$12,000
Loans	0	0	0	0	0	0	\$600,000	\$150,000	\$600,000	\$150,000
Subgrants	0	0	0	0	0	0	\$120,000	\$30,000	\$120,000	\$30,000
Total Direct Costs	\$40,000	\$10,000	\$22,000	\$5,500	\$18,000	\$4,500	\$720,000	\$180,000	\$800,000	\$200,000
Indirect Costs	0	0	0	0	0	0	0	0	0	0
Total Federal Funds	\$40,000	\$10,000	\$22,000	\$5,500	\$18,000	\$4,500	\$720,000	\$180,000	\$800,000	\$200,000
Cost Share (20%)	0	0	0	0	0	0	\$160,000	\$40,000	\$160,000	\$40,000
Total Budget	\$40,000	\$10,000	\$22,000	\$5,500	\$18,000	\$4,500	\$880,000	\$220,000	\$960,000	\$240,000

Notes: *No federal funds are requested for fringe benefit, travel, or supply costs, and therefore, these categories are not included on the table.
 Haz = Hazardous Substance Funding; Petro = Petroleum Funding

Descriptions for how the cost estimates for each task and budget category were developed including costs per unit where applicable, are provided below.

Personnel costs of \$40,000 were estimated using an combined average hourly rate for City staff of \$50/hour, and assuming approximately 400 hours of work by City staff in performing grant oversight and fund management over the 5-year implementation period under Task 1, and an additional 400 hours of work leading community engagement and program marketing efforts, which will be concentrated in the initial 2 years of the Program. These costs were estimated based on the City's experience in managing and marketing its current RLF program, and through communications with other past recipients of EPA Brownfields RLF funding.

Contractual costs of \$60,000 are budgeted for work by the contracted Loan Manager (\$37,500 under Tasks 1 and 2), and the QEP (\$22,500 under Task 3) over the 5-year implementation period, and assuming issuance of up to 3 loans and 2 subgrants. The Loan Manager costs include estimated underwriting and review costs of averaging \$3,000 per loan/subgrant (= \$15,000), assistance with community engagement and marketing averaging \$1,500 per year (= \$7,500), and general loan servicing, monitoring, recording keeping, and reporting costs of \$3,000 per year (= \$15,000). The QEP costs are based on an estimated 36 hours of work per loan/subgrant project at an average hourly billing rate of \$125/hr (= \$4,500 per loan/subgrant and \$22,500 total). Costs for the Loan Manager are estimated in part based on the City's experience with use of a similar contractor for the City's existing RLF Program. QEP costs are based on an assumption that several loans and/or subgrants will be made to projects funded through the City's EPA CWA Grant, for which complete environmental due diligence and cleanup plans will be in place requiring a lower level of effort for review. It is also assumed that all loans/subgrants will be made to projects having DTSC approved cleanup plans in place (or approved abatement plans for projects involving removal/abatement of regulated building materials).

Cleanup Loans and Subgrants: 75% of requested RLF funding (= \$750,000) will be allocated to provide loans for eligible brownfields activities, and 15% (= \$150,000) on subgrants. The City intends to provide 2-3 loans and 1-2 subgrants with the federal funds. As shown on Table 5, an additional \$100,000 in funding is allocated under Tasks 1-3 to eligible programmatic activities to be performed either by City personnel or subconsultants. The percentage of this funding associated with loans will depend in part on the final number of subgrants and loans, and the actual underwriting and environmental oversight costs associated with each. However, it is likely that a majority of these personnel and contractual costs will be associated with loans.

Allocation of Petroleum versus Hazardous Substance Funding: The City is requesting \$800,000 in hazardous substance funding and \$200,000 in petroleum funding. This 80/20 ratio was used in allocating all personal, contractual, loan, and subgrant costs for all tasks on Table 5. Many of the City's brownfield sites have both types of contamination or commingled contamination. However, as noted in Section 1.a.ii, the predominant anticipated

cleanup need at several of the priority sites is removal/abatement of RBM. Therefore, the request for funding has been heavily weighted towards remediation of hazardous substance brownfield sites.

Cost Share: The required 20% cost share of \$200,000 will be provided through loan-subgrant agreements that require a match from the recipient for eligible and allowable expenses (anticipated to be remediation or abatement costs to be paid by the loan-subgrant recipients). Providing the cost share through this approach will facilitate the long-term tracking and documentation of match funds, and simplify the verification of the eligibility of activities being claimed as match. Providing match through loan-subgrant agreements will be accomplished by pairing the awards of RLF funds with (1) state brownfield grants or loans, (2) TCC grant funding (where available for abatement or cleanup), (3) requiring the recipient to provide a match of 20% in money, labor, materials, or services, or (4) a combination of each of the options. The City will ensure that the 20% cost share meets the EPA definition of an eligible and allowable expense. The City may provide additional in-kind cost share through time devoted to administering the funds, as necessary to meet the 20% cost share requirement.

3.d. Measuring Environmental Results: At the start of the project, the City will set up a tracking table to track and measure progress towards completion of each of the outputs listed in Table 4. This tracking table will be incorporated into the quarterly progress reports and serve as one means for tracking and measuring progress towards achieving the specific outputs identified in the approved grant work plan.

The City will also track standard outcomes required to be reported in ACRES (i.e., dollars of public or private funding leveraged, acres of land made available for reuse, number of jobs created, etc.) as well as progress towards key outcomes identified by the community for the Target Area (i.e., creating “quality” local jobs, creating more affordable housing, and expanding and improving parks and green space).

We recognize that a key to the success of the project and program will be securing applications for qualified and eligible projects during the initial 1-2 years of the Program. The inventory and outreach tasks of the City’s EPA CWA Grant (which are in the initial stages of implementation) will be used to help identify proposed or potential brownfields projects that could be well suited for the RLF Grant, as well as to complete all necessary assessment and remedial/reuse planning activities needed for the four priority sites identified in Section 1.a.ii such that they are optimally positioned to apply for RLF Grant funding. By the time the RLF Grant is awarded, a goal for the City will be to have 4-6 high quality prospects in place.

4. PROGRAMMATIC CAPABILITY & PAST PERFORMANCE

4.a.i/ii. Programmatic Capability/Organizational Structure & Key Staff: The City will establish a project management team (PMT) to assist with implementation of the RLF Grant over the 5-year performance period and beyond. Lead staff and their roles are described below:

- **Project Manager – Sophia Pagoulatos, Manager of Long Range Planning, City of Fresno (Planning and Development Department):** Ms. Pagoulatos will serve as the Project Manager and primary point of contact for the Program, a role she is also serving for the City’s EPA CWA Grant. Ms. Pagoulatos will approve all contracts and reports; coordinate BAC meetings; secure assistance from other City staff as needed; and oversee work by the environmental or other contractors used to implement the grant. Ms. Pagoulatos has more than 25 years of professional experience in public administration and urban planning, of which the last 16 years have been with the City. Her current or recent projects include the Citywide Development Code, Downtown Plans and Code, SW Fresno Specific Plan, and the EAC AWP. She has extensive experience in grant administration, urban planning, statistical analysis, technical writing, public speaking, project management, intergovernmental collaboration, public participation, and stakeholder engagement. She is fluent in both English and Spanish.
- **Assistant Project Manager – Drew Wilson, Planner, City of Fresno (Planning and Development Department):** Mr. Wilson is a planner for the City of Fresno, with significant involvement in recent major planning projects in the Target Area (including the SW Fresno Specific Plan and EAC AWP), as well as in implementation of the City’s EPA CWA Grant. Mr. Wilson will assist Ms. Pagoulatos in all phases of the Program.
- **Lupe Perez, Economic Development Director, City of Fresno (Mayor’s Office):** Ms. Perez was hired in August 2019 as the City’s Economic Development Director, where she is responsible for managing the City’s economic development efforts, business incentive and loan programs, and HUB Zone, Foreign Trade Zone, and Opportunity Zone Programs. Prior to her current role, Ms. Perez served for 5 years as the City’s Downtown Revitalization Manager, where she was actively involved with all of the City’s revitalization initiatives focused on the Downtown and Chinatown neighborhoods. She also managed a previous EPA Brownfield Grant while at the Fresno Redevelopment Agency, where she worked for 16 years in business attraction and retention, facilitating development, land acquisition, relocation and property disposition.
- **Other City Staff and PMT Members:** The following additional City staff will serve on the PMT for the RLF Program: **Kelly Trevino** (Economic Development Analyst, Mayor’s Office). **Erica Castaneda** (Manager, Home Repair

Program, Housing and Community Development Division). **Thomas Morgan** (Manager, Housing and Community Development Division).

4.a.iii. Programmatic Capability/Acquiring Additional Resources: The City has a fully-staffed human resources department with the resources, experience and expertise to recruit qualified replacements for any key project staff that depart during the Project/Program. The City routinely contracts out for engineering and consulting services, and has all management and procurement procedures in place to secure services through competitive processes compliant with 2 CFR 200.317-326 requirements, as well as the experience and expertise needed to manage contractors as they complete assignments.

4.b Past Performance & Accomplishments (Previous EPA Brownfield Grant): The City was awarded an EPA Brownfields CWA Grant in FY2019. As the City is currently only two months into the 3-year implementation period (and therefore has limited accomplishments to report), past performance data are also being provided for two other awards directly related to the ongoing revitalization efforts for the Target Area.

4.b.i.1 Accomplishments: Following are descriptions for three recent and relevant grants:

EPA Brownfield Coalition CWA Grant (Year Awarded = 2019; Grant Amount = \$600,000; 10/1/2019 to 9/30/2022): The City's CWA grant is focused on the same Target Area as the RLF EPA Grant. Although only two months into the 3-year grant implementation period, the City has already executed the memoranda of agreements with the three other coalition members, hosted a 2-day series of kickoff meetings (on 10/10-10/11/19), executed a contract with the environmental consultant team, hosted an initial meeting of the BAC, and scheduled the quality assurance project plan (QAPP) kick-off call with the EPA Project Officer. All required ACRES reporting is complete and current.

CA Strategic Growth Council (SGC) TCC Grant (Year Awarded = 2018; Grant Amount = \$66.5M): In 2016, the City was selected as one of three CA cities to receive pilot grants under the new TCC Program. The \$66.5M grant combined with \$111.1M in local matching funds, is being used to implement 22 projects during a 5-year project period ending in 2024, designed to catalyze economic development and improve environmental conditions within the Downtown, Chinatown, and SW Fresno Neighborhoods. The grant agreement was executed in 2019 following a 14-month pre-award phase during which projects were solicited from the community for funding consideration. Over 530 residents and business owners participated in the decision making progress. As of November 2019, groundbreaking ceremonies have been held (or scheduled) for five projects representing approximately 67% of total Transform Fresno Project investments: a) a mixed use development on a 0.6-acre brownfield site in Chinatown that includes ground floor retail and 56 affordable housing units (Transform Fresno Project #1, \$24.5M), b) installation of solar panels on 5 multi-family low-income housing developments with training of 67 area residents in solar jobs (Transform Fresno Project #4, \$462,000), c) development 7-acre permaculture community garden and urban farm incubator in SW Fresno (Transform Fresno Project #12, \$802,000), d) development of a 9.5-acre new public park (Transform Fresno Project #13, \$5.4M), and e) construction of a West Fresno satellite campus for Fresno City College (Transform Fresno Project #18, \$86.5M). All Transform Fresno projects are within the Target Area for the RLF Grant.

EPA Brownfields AWP Grant, Elm Avenue Corridor (Year Awarded = 2015; Grant Amount = \$175,000): In 2019, the City completed an AWP for a 2.25 sq. mi. study area, the northern 70% of which is located within the Target Area. The project period was extended so that the AWP process could build on the "SW Fresno Specific Plan" which was still in preparation and encompassed the southern 75% of the EAC. The plan was finalized in June 2019 and was formally adopted by the City on 10/2/2019.

4.b.ii.2 Compliance with Grant Requirements: The City has complied with all work plan, schedule, terms and conditions, and timely and acceptable reporting requirements associated with the referenced current and prior EPA assistance agreements, as well as the TCC Grant. As noted previously, the schedule for the EPA AWP was extended, but only to enable the project to benefit from completion of a related and highly relevant planning project (the SW Fresno Specific Plan), and only after securing approval from EPA for this extension.

THRESHOLD CRITERIA RESPONSE

Revolving Loan Fund Proposal – City of Fresno, CA (FY2020)

1. Applicant Eligibility

The City of Fresno is a “general purpose unit of local government” as that term is defined in 2 CFR § 200.64 and is therefore eligible to receive an EPA Revolving Loan Fund (RLF) grant.

2. Description of Jurisdiction

The jurisdictional boundary for the City of Fresno are the current established limits for the City’s incorporated area. A map detailing the current city limits is provided as **Attachment A**.

3. Oversight Structure and Legal Authority to Manage a Revolving Loan Fund

a. Oversight Structure

All loan or subgrant recipients will be required to enroll in cleanup projects overseen by either the California Department of Toxic Substances Control (DTSC) or the California Water Resources Control Board. In addition, the City will also retain an environmental consultant to provide additional technical expertise relevant to environmental cleanups, and ensuring that cleanups are: (a) protective of human health and the environment, and (b) being performed in accordance with approved plans and applicable environmental requirements. The environmental consultant will be retained through a competitive procurement process that is compliant with applicable provisions of 2 CFR §§ 200.317 through 200.326, and which is completed prior to the beginning of cleanup activities supported by the RLF grant.

b. Legal Authority to Manage a Revolving Loan Fund

A legal opinion from Fresno legal counsel is presented in **Attachment B** which demonstrates the City’s legal authority to: (1) access and secure sites in the event of an emergency or default of a loan agreement or non-performance under a subgrant, and (2) perform the actions necessary to manage a revolving loan fund. At a minimum, legal authority must include the ability to hold funds, make loans, enter into loan agreements, and collect repayments.

4. Statutory Cost Share

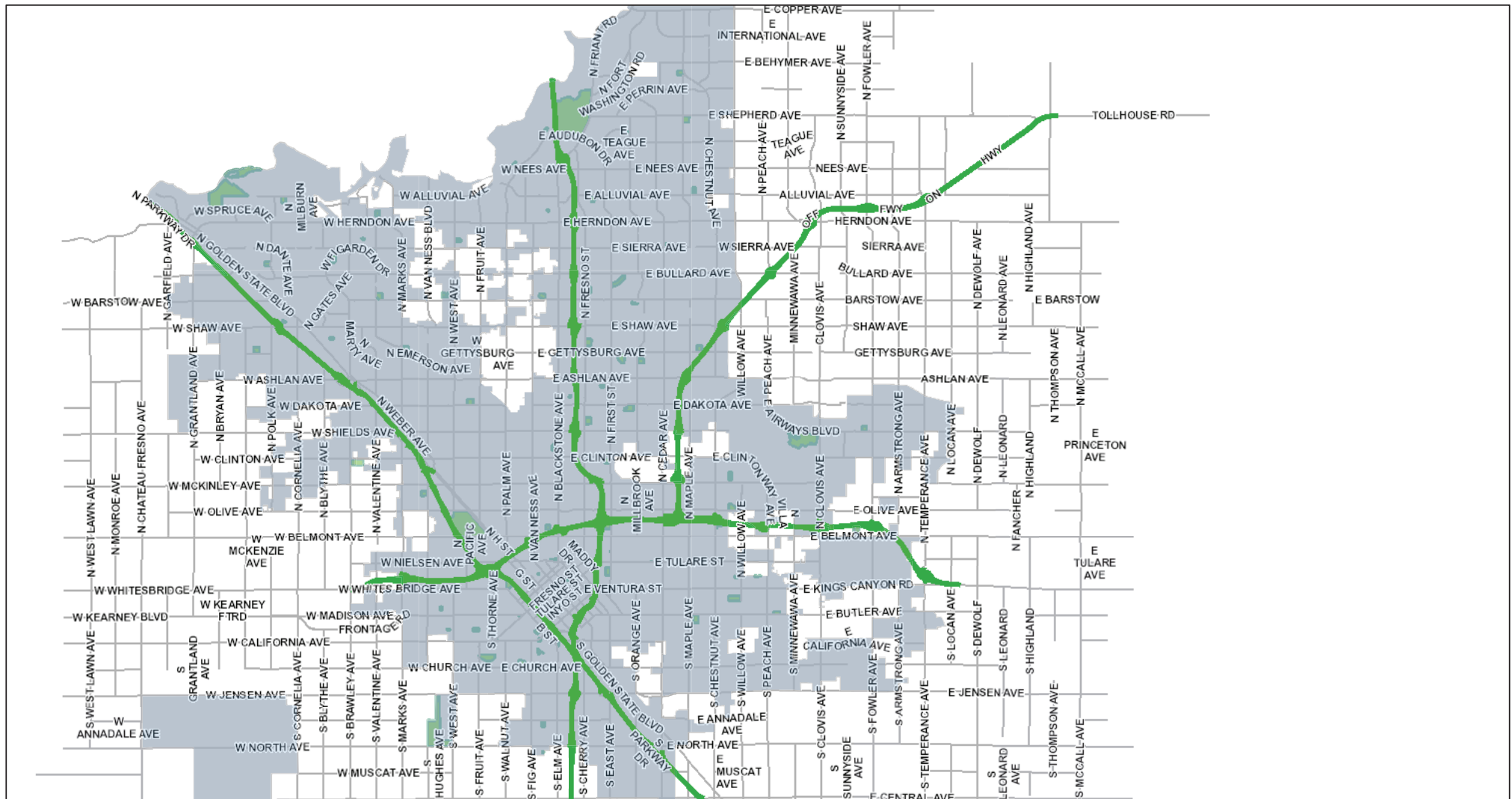
The statutory cost share of 20% (\$200,000) will be provided through loan-grant agreements that require a match from the recipient for eligible and allowable expenses. This will be accomplished by in part by pairing the awards of RLF funds with (1) state brownfield or other grants or loans used to fund eligible cleanup activities, (2) tax-increment financing (TIF) through, (3) requiring the recipient to provide a match of 20% in money, labor, materials, or services, or (4) a combination of each of the options. The City will ensure that the 20% cost share meets the EPA definition of an eligible and allowable expense.

ATTACHMENTS TO THRESHOLD CRITERIA RESPONSE

A. Map of Fresno City Limits

B. Legal Opinion Letter

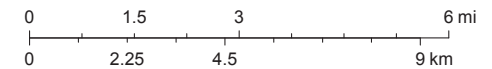
ATTACHMENT A - MAP OF FRESNO CITY LIMITS



11/6/2019, 1:30:34 PM

1:144,448

 City Limits





DOUGLAS T. SLOAN
City Attorney

CONFIDENTIAL ATTORNEY CLIENT PRIVILEGED
AND ATTORNEY WORK PRODUCT

December 3, 2019

MEMORANDUM

TO: Sophia Pagoulatos, Planning Manager

RE: U.S. EPA Brownfields RLF Grant Application

The U.S. Environmental Protection Agency's FY 20 Guidelines for Brownfields Revolving Loan Fund Grants require the City of Fresno (City) to provide a legal opinion from the City Attorney that demonstrates:

1. The City has the legal authority to access and secure sites in the event of an emergency or default of a loan agreement or non-performance under a subgrant; and
2. The City has the legal authority to perform the actions necessary to manage a revolving loan fund. At a minimum, legal authority must include the ability to hold funds, make loans, enter into loan agreements, and collect repayment.

Legal Authority to Access and Secure Sites

The Fresno Municipal Code provides the City with the legal authority to access and secure sites in the event of an emergency or default of a loan agreement or non-performance under a subgrant. The threatened or actual release, discharge, deposit, abandonment, improper storage or improper use of any hazardous substance or waste may be a public nuisance subject to summary abatement by the City under the Fresno Municipal Code. (Fresno Mun. Code, §§10-605, 10-609.) Furthermore, under the Fresno Municipal Code the City Manager, City Attorney and/or Director of Planning, are charged with administering the Code, including to abate the effects of any hazardous substance or waste unlawfully released. (Fresno Mun. Code §§ 1-302, 10-605.) In addition to these legislative grants of authority, the City will include the following provisions in its Brownfields revolving loan funds grant and subgrant agreements:

Grants:

1. **SECURE SITE.** In the event of default, BORROWER shall secure the Site. The cost of securing the Site is the responsibility of the BORROWER. If BORROWER fails to secure the Site within 24 hours, CITY may do so at the BORROWER's sole cost.

CONFIDENTIAL ATTORNEY CLIENT PRIVILEGED AND ATTORNEY WORK PRODUCT

M – Sophia Pagoulatos re: U.S. EPA Brownfields RLF Grant Application

December 3, 2019

Page 2

2. CITY ACCESS. In the event of default or failure to complete the Work Plan, BORROWER grants CITY site access for any purpose the CITY deems appropriate.

Subgrants:

1. SECURE SITE. If there is an Event of Default, the SUBGRANTEE shall secure the Site. The cost of securing the Site is the responsibility of SUBGRANTEE. If SUBGRANTEE fails to secure the Site within 24 hours, the CITY may do so at the SUBGRANTEE's sole cost.
2. CITY ACCESS. If there is an Event of Default or failure to complete the Work Plan, SUBGRANTEE hereby grants the CITY access to the Site, at the CITY's discretion, to complete the Work Plan.

Legal Authority to Perform the Actions Necessary to Manage a Revolving Loan Fund.

The City is a California municipal corporation and charter city. The City's charter takes advantage of the provisions of Article XI, Section 5, of the California Constitution giving cities home rule as to municipal affairs. (Fresno City Charter, § 200.) Under Section 200 of the Fresno City Charter, the City can take any lawful action and enter into any lawful contract unless the action or contract is restricted by the City charter or preempted by state law. The City has legal authority to take the actions necessary to manage a revolving loan fund, including the ability to hold funds, make loans, enter into loan agreements, and collect repayment, because neither the City charter nor state law restricts or preempts these actions.

Respectfully submitted,



Raj Singh Badhesha
Senior Deputy City Attorney

cc: Douglas T. Sloan, City Attorney
Michael Lima, Controller

Application for Federal Assistance SF-424

* 1. Type of Submission:

- ☐ Preapplication
☒ Application
☐ Changed/Corrected Application

* 2. Type of Application:

- ☒ New
☐ Continuation
☐ Revision

* If Revision, select appropriate letter(s):

* Other (Specify):

* 3. Date Received:

12/03/2019

4. Applicant Identifier:

5a. Federal Entity Identifier:

5b. Federal Award Identifier:

State Use Only:

6. Date Received by State:

7. State Application Identifier:

8. APPLICANT INFORMATION:

* a. Legal Name:

City of Fresno

* b. Employer/Taxpayer Identification Number (EIN/TIN):

* c. Organizational DUNS:

0718878550000

d. Address:

* Street1:

2600 Fresno Street

Street2:

Room 3065

* City:

Fresno

County/Parish:

* State:

CA: California

Province:

* Country:

USA: UNITED STATES

* Zip / Postal Code:

93721-3620

e. Organizational Unit:

Department Name:

Planning and Development

Division Name:

Long Range Planning

f. Name and contact information of person to be contacted on matters involving this application:

Prefix:

* First Name:

Sophia

Middle Name:

* Last Name:

Pagoulatos

Suffix:

Title:

Planning Manager

Organizational Affiliation:

City of Fresno

* Telephone Number:

(559) 621-8062

Fax Number:

* Email:

Sophia.Pagoulatos@fresno.gov

Application for Federal Assistance SF-424

* 9. Type of Applicant 1: Select Applicant Type:

C: City or Township Government

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

* Other (specify):

* 10. Name of Federal Agency:

Environmental Protection Agency

11. Catalog of Federal Domestic Assistance Number:

66.818

CFDA Title:

Brownfields Assessment and Cleanup Cooperative Agreements

* 12. Funding Opportunity Number:

EPA-OLEM-OBLR-19-06

* Title:

FY20 GUIDELINES FOR BROWNFIELD REVOLVING LOAN FUND GRANTS

13. Competition Identification Number:

Title:

14. Areas Affected by Project (Cities, Counties, States, etc.):

Add Attachment

Delete Attachment

View Attachment

* 15. Descriptive Title of Applicant's Project:

City of Fresno - Brownfields Revolving Loan Fund Program

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

Application for Federal Assistance SF-424**16. Congressional Districts Of:*** a. Applicant * b. Program/Project

Attach an additional list of Program/Project Congressional Districts if needed.

17. Proposed Project:* a. Start Date: * b. End Date: **18. Estimated Funding (\$):**

* a. Federal	<input type="text" value="1,000,000.00"/>
* b. Applicant	<input type="text" value="200,000.00"/>
* c. State	<input type="text" value="0.00"/>
* d. Local	<input type="text" value="0.00"/>
* e. Other	<input type="text" value="0.00"/>
* f. Program Income	<input type="text" value="0.00"/>
* g. TOTAL	<input type="text" value="1,200,000.00"/>

*** 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**

- ☐ a. This application was made available to the State under the Executive Order 12372 Process for review on .
- ☒ b. Program is subject to E.O. 12372 but has not been selected by the State for review.
- ☐ c. Program is not covered by E.O. 12372.

*** 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**☐ Yes ☒ No

If "Yes", provide explanation and attach

21. *By signing this application, I certify (1) to the statements contained in the list of certifications and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances** and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**

☒ ** I AGREE

** The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

Authorized Representative:

Prefix: * First Name:

Middle Name:

* Last Name:

Suffix:

* Title: * Telephone Number: Fax Number: * Email: * Signature of Authorized Representative: * Date Signed: